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FINAL REPORT

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| Summary of the Report | 12. |
| Background | 18. |
| Purpose of Present Report | 20 |
| Organization of U.S.C. Language Training | 25 - 4. |

Language Training


In The

Federal Public Service

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|--|--|
| Appendix "A" Outline of the Project and Questionnaire | |
| Appendix "B" Organization Chart - U.S.C. Language Training Directorate | |
| Appendix "C" Organization Chart - Full Language School | |
| Appendix "D" Study Chart of Training for Student | |
| Appendix "E" Language Fluency Descriptions | |
| Appendix "F" Qualifications of Language Teachers | |
| Appendix "G" Salary Analysis for Language Teachers | |
| Appendix "H" Measurement of Retention and Improvement | |

November 3, 1965

L.P. Valiquet



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TABLE OF CONTENTS

| <u>SECTION</u> | <u>PAGE</u> |
|--|-------------|
| Résumé of the Report | ii |
| 1. Background | 1 |
| 2. Purpose of Present Report | 2 |
| 3. Organization of C.S.C. Language Training | 3 |
| 4. Course Arrangements | 4 |
| 5. Selection of Trainees | 4 |
| 6. Methods and Equipment | 6 |
| 7. Tests and Evaluation | 9 |
| 8. Teaching Staff | 13 |
| 9. Research and Development | 15 |
| 10. Problems to be Resolved | 20 |
| 11. Conclusion | 28 |
| Appendix "A" Outline of the Project and Questionnaire | |
| Appendix "B" Organization Chart - C.S.C. Language Training Directorate | |
| Appendix "C" Organization Chart - Hull Language School | |
| Appendix "D" Hourly Cost of Training Per Student | |
| Appendix "E" Specimen Test Scores Before and After Training | |
| Appendix "F" Language Fluency Descriptions | |
| Appendix "G" Qualifications of Language Teachers | |
| Appendix "H" Duty Analysis for Language Teachers | |
| Appendix "I" Measurement of Retention and Improvement | |

Résumé of the Report

Organization. The Civil Service Commission operates five language schools in the Hull-Ottawa area, with a total enrolment of 2,089 students. Of these, 1,883 are attending French classes and the remaining 206 are in English classes. There is a large backlog of students awaiting instruction.

Day and evening courses are offered at three instructional levels - basic, intermediate, and advanced. Total course length is 1,200 hours, i.e., 400 hours per phase. About 85% of the candidates for French classes enter training at the basic level.

Fully 93% of the students are enrolled in one hour a day courses, the least effective form of instruction. Very few candidates are made available by the various government departments for full-time and half-time courses, which run six hours and four hours per day, respectively.

At headquarters level, the coordinator of language training has two deputies, one for French training and the other for English training. He also has a research team of six methodologists.

At each language school, the principal is assisted by two monitors - the senior French teacher and the senior English teacher. These two individuals visit classrooms several times

daily to check instructor performance. They also provide guidance counselling to their staffs.

A vigorous and enthusiastic attitude towards language training pervades the whole organization.

Selection of Trainees. Lists of candidates (virtually all volunteers) for language training are prepared by the chiefs of personnel of the various government departments. Preference is given to senior officers, employees who use the second language in their work, and those who have already received partial training in C.S.C. language courses. Placement tests are used to form homogeneous groups for instruction.

Methods and Equipment. For the teaching of English there is a wide variety of materials and methods, representative of the latest research in this field. In French classes, at the basic and intermediate levels, the course taught is Voix et Images de France, 1er et 2e degrés. The advanced courses (both English and French) are slanted towards such occupational tasks as the reading and writing of memos, letters, reports, and précis. Supplementary course materials, many of them prepared by the research section, are introduced in all phases. Study aids for the V.I.F. programme in the form of textbooks, tapes, and records are available to students at low cost.

Tests and Evaluation. A large number of standardized tests are used for placement purposes and also to measure

achievement. A special test in listening comprehension will be given to some 100 graduates of V.I.F. courses (1er et 2e degrés) in February 1966. Three months later, a second form of this test will be administered to the same group of students to determine loss of retention or degree of improvement. Since the same test was used in late 1964 to assess the French language proficiency of English-speaking high school graduates across Canada, it will be possible to compare the performance of the Civil Service and high school groups.

Teaching Staff. There are 74 full-time teachers employed in day classes and 27 part-time teachers in night classes. The present instructor-trainee ratio is 1-10, a figure that is considered critical. About half of the full-time instructors are under thirty. Teachers are required to have a university degree, and the majority have a teaching certificate as well. All teachers in the French section have had a special course in methods for the teaching of Voix et Images de France.

Research and Development. To set up the research section the services of a professor of linguistics were obtained for a ten-month period. Under his direction a number of projects, chiefly relating to the French programme, are in progress. These include the preparation by trained methodologists and experienced teachers of detailed lesson plans and supplementary teaching and testing materials.

Measures for the in-service training of instructors include monthly lectures by visiting linguists and educators. Leading specialists in various fields are also called in as required for consultation.

Plans for expansion include the opening of one or two more schools in the Ottawa area, and, possibly, the provision of regional schools in other bilingual areas. The opening of a residential school in a French milieu for the training of executive officers and their wives is also under study.

Problems to be Resolved. To ensure effective language training in the Civil Service certain difficulties must be overcome:

(a) Personnel must be released by the various government departments for attendance at full-time and half-time courses. One hour per day courses, though helpful in fostering desirable attitudes, cannot provide the intensive training required.

(b) Graduates of C.S.C. language training must be given the opportunity of working in the second language. Otherwise, what they have learned will be lost. Ways and means of introducing on the job contacts and situations requiring the use of French should receive serious study.

(c) Job descriptions for so-called bilingual positions should indicate the degree of second language proficiency required in each of the four language skills. The language training of

personnel for these posts could then be based on specific linguistic requirements.

(d) With respect to French instruction the ultimate objective should be a course of study that is closely linked to the language needs of civil servants and that is distinctively Canadian in setting.

(e) Consideration should be given to the building of language schools that are in conformity with modern school construction standards.

(f) The C.S.C. language training programme should be expanded to include a teacher training centre which would provide both initial and in-service courses in the theory and techniques of language teaching. This centre, with adequate consultative support, could form the nucleus of a future federal training centre for language teachers across Canada.

1. Background

The original report on Language Training in the Federal Civil Service¹ appeared in March 1965, at which time only one school, situated in Hull, P.Q., was in operation. Since that time four additional schools have been opened² and the number of students attending day and night classes in French and English is now about 2000. This figure is nearly three times as great as the total of 750 students partially trained in the period February 1964 to June 1965. For the series of courses which began in September 1965, some 3,500 applicants were tested, but only 1600 places were available in day classes. The request from the Armed Forces for 400 training places was about one-third of the total number of applications received from military personnel. Figures such as these make it clear that there is a large backlog of applicants for language classes and that this training will be a continuing commitment in the Canadian Public Service.

Considerations of course length and course level confirm this view. Thus the vast majority of candidates for French classes (over 85%) must begin instruction at the lowest of three levels - basic, intermediate and advanced.

¹ Benoit, Collin, Desjardins and Lyman, Language Training - Hull; a study of the initial group of public servants who completed the French course at the Hull Language Training Centre, March 25, 1965.

² These schools are situated at 425 Cooper Street, Centennial Tower, Confederation Heights, Hull, and Tunney's Pasture.

(This is evidence of the fact that, despite four years and more of French, most Canadian high school graduates are at the beginners' stage with respect to the spoken language).

The course is designed on the premise that 1200 hours of instruction, consisting of three phases of 400 hours each, are required to develop "an acceptable degree of bilingualism". It will be apparent, therefore, that a student attending classes one hour per day, 200 days per year, would require six years to complete the course!

2. Purpose of Present Report

In view of the rapid expansion of French and English instruction in the Civil Service, it was decided to have a second look at the language training organization in order to assess its effectiveness. There was a need, in the first place, to obtain up-to-date information on the operation of the whole programme: the types of courses now in effect as well as the content and method of the different courses; the criteria used in the selection of trainees; the types of tests administered for placement purposes and for the measurement of achievement; the qualifications and performance of the teaching staff; the role of research and experimentation in the improvement of methodology and the development of new courses. It was also intended, if practicable, to test course graduates to determine the degree of bilingualism that may be attained through attendance at C.S.C. language courses.

Accordingly arrangements were made to interview M. Jean Guerin, C.S.C. co-ordinator of language training, and to visit the five schools. A summary of the project, including the questionnaire used in interviewing M. Guerin, will be found in Appendix "A".

3. Organization of C.S.C. Language Training

Shown at Appendix "B" is an organization chart of the language training directorate of the Civil Service Commission. It will be noted that under the coordinator, and reporting directly to him, are two section heads (French and English), a registrar, and the five school principals. Of special interest is the provision at headquarters level of six research personnel and a supervisory laboratory technician.

At Appendix "C" there is an organization chart of the Hull School. The other four schools are set up on a similar plan. Close supervision is provided by a senior French teacher and a senior English teacher. These two monitors circulate almost continuously through classes checking teaching procedures and student response. They also conduct weekly teachers' meetings and provide in-service training on an individual or group basis, as required.

The hourly cost of training per student is shown at Appendix "D". With five schools now in operation and an hourly cost of \$2.13 per student, the present yearly cost of

operation for the whole programme is \$1,500,374.

4. Course Arrangements

Courses are offered at the basic, intermediate and advanced levels in both French and English. Trainees may attend full-time courses (six hours per day, 30 hours per week), half-time courses (four hours per day, 20 hours per week), one hour a day courses (which account for 93% of the total student population), and evening courses, usually of two hours' duration, twice a week. As stated above, there are 400 hours of instruction per instructional level, i.e., 1200 hours for the complete course. Only the full-time courses are considered as completely satisfactory. It is hoped that the one hour a day courses will eventually disappear; but it has been necessary to schedule them in order to overcome the competition of casual courses offered by the various government departments, sometimes with inadequate equipment and unqualified teachers.

5. Selection of Trainees

The chief personnel officers of the various government departments are now responsible for establishing departmental lists of candidates for language training. Preference is given to senior officers, employees whose duties require use of a second language, and members of previous courses. The lists, arranged in order of priority, are submitted to the language co-ordinator, who conducts placement tests³ with a

³ These will be described below under Tests and Evaluation.

view to forming homogeneous training groups. An aptitude test is also given, but only as an indicator of abnormally low language learning ability.

In giving priority to the training of high ranking officers, the belief is that these top executives should be the first to achieve some degree of bilingualism if our public service is to reflect a bilingual Canada. A further effort toward this end has been the formation of a weekly evening class in French for twenty senior officers (mostly at the assistant deputy-minister level) and their wives. Consideration is also being given to a residential school where selected executive officers and their wives would be given intensive training à la Berlitz!

The manning of full- and part-time courses presents a major problem, since it is not easy to release key personnel for such long periods. The result is that the bulk of the enrolment is in one hour a day courses, the least effective type of instruction.

The foregoing remarks with respect to the selection of trainees apply chiefly to French classes. In the English classes, where French-Canadians are undergoing instruction, the situation is quite different. Here, most of the trainees are clerks, not officers, and the number of students per class is often very small, sometimes only three or four. One

is driven to the conclusion that French-Canadians in the lower job categories are experiencing difficulty in obtaining permission to attend language classes. If this is so, it is indeed unfortunate; for since these people must operate in English most of their working day, they should be given the opportunity of developing proficiency in the language as quickly as possible.

As for the small number of French-Canadian officers on course, a partial explanation lies, no doubt, in the fact that those with considerable Civil Service experience have already attained a sufficient degree of bilingualism to carry out their duties in English. Indeed, their grasp of occupational and technical terminology in English is probably much surer than their knowledge of the French equivalents;⁴ for, in many cases, the special vocational vocabulary they use in the line of duty was first acquired on the job and, of course, in English.

6. Methods and Equipment

English programme. The officer in charge of English instruction is Miss Florence Gaynor, an authority on the teaching of English as a second language. The core of the

⁴ See Stanford, L., Report on Bilingualism and Biculturalism in the Civil Service Commission.

basic course is the text English through Pictures, supported by numerous training aids in the form of films, film strips, workbooks, and teacher prepared tapes and drill exercises. The intermediate and advanced courses are still in the experimental stage, with a wealth of material being tested for classroom use. Thus both the Macmillan English 900 Series (for which tapes are available) and the Saxon Series are among the American texts used, and there are British texts as well. A new series, the Science Reading Associates Reading Labs will soon be introduced at all levels. This is a self-instructional course in silent reading, but it may also be used to develop listening skills. The advanced course is slanted towards occupational tasks. Students get daily practice in the preparation of memos, letters, reports, and précis. Although the emphasis here is on reading and writing, there is plenty of oral work to improve pronunciation, intonation, and rhythm.

To sum up, the materials and methods used in English classes are representative of the latest research in second language teaching. The various courses are being built eclectically; they are not dominated by a single method.

French programme. The courses in French are under the capable direction of M. Paul Jodoin, formerly of the Department of Northern Affairs. At the basic and intermediate levels, the course taught is Voix et Images de France, 1er et

2e degrés, an audio-visual teaching method prepared by l'Ecole normale de Saint-Cloud.⁵ The course was adopted in 1964 on the advice of the linguistics departments of the University of Montreal and of Laval University. Procedures for the teaching of the first part (1er degré) of the course have been worked out in great detail by the authors, and so the teaching of this phase is a relatively straightforward procedure. Such is not the case, however, with respect to the "2e degré" in which the success of the presentation depends in good measure on the resourcefulness and experience of the teacher. This second part is therefore supplemented by dialogues and laboratory exercises taken from other texts,⁶ and by tests prepared by the research section. The latter is also busy preparing lesson materials for the advanced phase of instruction, since the V.I.F. course does not yet go beyond the "2e degré". As in the advanced English course described above, the ultimate aim at this final stage is to develop the four language skills (reading, writing, speaking, listening) using the vocabulary of office administration.

⁵ For a fairly full description of this method see Appendix II to the Report on the Hull Language Training Centre which reproduces an address by J.J. Guérin: "The Teaching Method Used at the Civil Service Language Training Centre".

⁶ e.g., A.L.M., Ecouter et Parler, Basic French Course (U.S. Foreign Service Institute).

Texts, Tapes and Records. Students taking the basic French course may purchase for themselves - they are not obliged to do so - the textbook, Voix et Images de France (1er degré), for \$3.50 and the accompanying records for home study for \$5.50. Those who have their own tape recorders and who supply their own blank tapes may obtain the whole course on tape for the copyright fee of \$3.50. The latter tapes are prepared at the Hull school using a high speed tape duplicator. No similar aids are as yet available for the intermediate and advanced courses, though they are in active preparation by the research section.

Language Laboratories. At the present time there are two language laboratories at the Hull School and a third laboratory at Confederation Heights. The other schools will have their laboratories shortly. One master technician is to look after the laboratory needs of all schools. There will also be an assistant technician attached to each school for maintenance and servicing. Spare recording units are stocked to provide quick replacement in case of breakdowns. At head office (71 Bank Street) a fully equipped workshop is being installed and equipped to handle major repairs. A recording studio, designed to CBC specifications, is also in the offing.

7. Tests and Evaluation

French tests: Applicants for French courses are given a series of placement tests on entrance to determine the

linguistic level at which they are to begin instruction. Alternative forms of the same tests are administered at the end of the instructional period, and the difference in scores gives a measure of improvement or achievement. The following five tests are used for this purpose:

Modern Language Aptitude Test (Carroll & Sapon)
Aural Comprehension Test (Educational Testing Service)
Composite Language Test (Educational Testing Service)
University of Laval Placement Test (French)
Voix et Images de France Placement Test Battery.

The V.I.F. battery gives four scores for each candidate as follows:

- (a) General knowledge level - i.e. the student's ability to understand and express, in oral or written form, elementary structures of the French language.
- (b) Speaking ability index - the number of ideas a student is able to express in French in a given time (maximum of 5 minutes allowed); e.g. if a student expresses 26 ideas in 4 minutes his speaking ability index is $26/4 = 6.5$.
- (c) Correctness of oral expression - the percentage of ideas correctly expressed by the student in a given time. Each spoken sentence is assigned a coefficient according to its complexity.
- (d) Aural differential aptitude index - the student's ability to differentiate between similar sounding French phrases.

The achievement of one particular group as measured by the V.I.F. battery will be found in Appendix "E". Unfortunately, this series of tests is discriminatory at the

elementary level only. It tends to lump together at the top of the scale candidates whose knowledge of French is beyond V.I.F. 1er degré. It has therefore been necessary to prepare an achievement test for use at the end of V.I.F. 2e degré.

English tests. No fewer than thirteen tests are available either for placement purposes or to measure the achievement of trainees enrolled in English courses. Seven of these tests - most of them prepared by the English Language Institute at the University of Michigan - are designed to test knowledge of English as a second language. These tests have proved to be too easy for French-Canadian applicants who have had a good deal of contact with English (but still require training). Accordingly, six other tests are used, all of them standardized tests normally used for measuring the language skills of native English speakers at the matriculation and college levels. The Brown-Carlson Listening Test and the Gates Reading Survey will serve as examples of the tests employed.

On completion of the advanced stage of the course, graduates are assigned two ratings, one for speaking ability and the other for reading ability. The scales used for this purpose are identical with those adopted by the U.S. Department of State and also by the Department of Defence. A copy of the fluency descriptions is contained in Appendix "F".

Course critique. The former practice of requiring students in French classes to write a course critique on

completion of training has been discontinued. The reason given is that the criticism was directed almost entirely to aspects of the course that cannot yet be changed. Thus the V.I.F. method was attacked on the ground that it was designed for people of multi-lingual and multi-racial background visiting France, and not for English-speaking people living in Canada. In this connection, it is worth noting that eight supplementary lessons for the V.I.F. course are being prepared at the University of Montreal and will be incorporated in the C.S.C. programme as soon as they are available. These lessons will deal with situations that are typical of the Canadian milieu and will be supported by film strip illustrations and tape recordings that are genuinely Canadian. Also of interest is the fact that the University of Montreal is developing a new French course using a contrastive linguistics approach designed for learners whose mother tongue is English.

Testing of graduates. It was suggested to the co-ordinator that it would be interesting to compare the performance of graduates of C.S.C. French courses with that of high school graduates in the various provinces. A suitable yardstick was available in the Test of French Listening Comprehension (Form M.A.) prepared by the Modern Language Association of America. This test had been used in the Fall of 1964 to measure the proficiency in French at university entrance of some 8,000 graduates of English language high schools across Canada. Hence a comparison of results would be possible.

Accordingly, it was decided to administer the M.L.A. French test to some 100 V.I.F. students (selected from both basic and intermediate classes) on completion of their courses in February 1966. An alternative form of the test will also be administered to the same group in May 1966 to measure retention or improvement. The results of these tests, when obtained, will be summarized in Appendix "I".

8. Teaching Staff

Staff Strength. At the present time there are 74 full-time teachers in the five C.S.C. language schools. An additional 27 part-time teachers are employed for night classes. Three methodologists, working in the research section, and five supply teachers complete the training staff. The present trainee-instructor ratio of 1-10 is considered critical, although it has been necessary to include eleven trainees in some classes. It is pointed out that the best results are obtained with smaller ratios; thus the U.S. Army Language School at Monterey, California, operates on a ratio of 1-8.

Recruitment. Last summer, in order to obtain teachers for its language schools, the C.S.C. advertised across Canada for language officers 1 and 2. Some 1800 applications were received from which 600 candidates were selected for interview. From this group sixty officers were selected. Salaries range from \$5400 to \$9000 at the one level and from \$7,200 to \$10,500 at the two level, depending on education and

experience. For appointment at the two level a total of four years' experience and/or education beyond the bachelor's degree is normally required. These salaries, considered absolutely, compare favourably with those currently offered in Ontario and other high pay areas; but since they are based on a 12-month work year (less 3 week's vacation) and do not provide for special Christmas and Easter holidays, they are not so competitive as they may first appear. For this reason, the language coordinator feels that the pay scales for his teachers should be revised upwards.

Teacher qualifications. The qualifications of teachers employed in the C.S.C. language schools are listed in Appendix "F". Although this information was compiled in July 1965, the qualifications of the present staff are quite similar. It will be noted that teachers have a university degree and that more than half also have a teaching certificate. All French teachers have had a training course in the audio-visual methods used in Voix et Images de France. There is a high proportion of young teachers, no fewer than forty-one being under thirty years of age. These teachers, though lacking in experience, generally rate high with respect to enthusiasm and vigour. Moreover, a very close check on their lesson preparation and classroom performance is maintained by the senior teacher. It is not unusual for the latter to visit the same instructor's classes seven or eight times daily. Weaknesses and strong

points are noted and individual counselling sessions follow. Finally, it should be mentioned that the usual one-year probation period for public servants has been extended to two years in the case of language officers serving in the C.S.C. language schools. This clause is applied with discretion. It has so far been invoked only in the case of part-time teachers.

Teaching duties. A duty analysis for language teachers is shown in Appendix "G". It will be seen that teachers provide tutorial help where time permits and that they also assist, under direction, in course development. Each teacher is responsible for four classroom presentations per day and at least two hours' preparation of course materials during the working day. The more experienced teachers are used at the intermediate and advanced levels where lesson materials are still under development and procedures are still rather fluid. The younger (French) teachers, are chiefly employed in the lower degré courses and there is general satisfaction among them with regard to V.I.F. methodology.

9. Research and Development

In order to develop course materials as quickly as possible, arrangements were made by the C.S.C. in September 1965 to obtain the services of Dr. Guy Rondeau of the Department of Linguistics of the University of Montreal for a period of ten months. Under his direction the research section has been temporarily recast to deal with a number of urgent

projects. His present staff numbers six methodologists, including a specialist in stylistics from the University of Montreal and an experienced linguist from France. The four others are highly experienced language teachers who have been seconded to the research section to assist in the development of materials at the advanced level. A professional psychologist is also being sought to take charge of the testing and measurement function.

Projects in being. Throughout this report several references have been made to projects now being carried out by the research section. These may be summarized as follows:

(a) V.I.F., 1er et 2e degrés. Present materials are being augmented by the preparation of tapes for laboratory exercises (pattern drills) and the development of achievement tests that will eventually be standardized. The St. Cloud linguists, unlike their American counterparts, do not use the pattern drill (or indeed, any type of laboratory drill other than direct imitation) for the teaching of structure. The assumption is that when the lesson dialogues have been learned by heart the structures they contain will also have been acquired. The same emphasis on memorization is apparent in recent achievement tests prepared at St. Cloud. These are generally of the recall type in which the examinee must answer with some word or expression as it appeared in the lesson dialogue. He is not tested, at least at the

level of the ler degré, on his ability to use structures in general language situations. Mindful of the arguments in favour of the judicious use of pattern drills, and conscious of the need for developing and measuring skill in recombining what has been learned into new combinations, the research section is hard at work producing these supplementary materials.

- (b) Lesson Plans. To assist the "average" teacher, as well as supply teachers called at short notice, a beginning has been made in the preparation of lesson outlines. These will ensure a measure of standardization both in methodology and in lesson content; they will be particularly useful in the "exploitation" or development phase of the V.I.F. lessons, which demands special teaching expertise.
- (c) Cours de recyclage. This term is used to describe remedial courses at the advanced level for people of various backgrounds in French who, though fairly fluent in the spoken language, have a variety of shortcomings with respect to correct grammatical usage. To meet the needs of such heterogeneous groups, the research director has assigned to the four experienced teachers mentioned above the task of preparing a list of structural "problems": that is, those points of structure in which English and French usage differ and in which there may be interference between the patterns of the native and the second

language.⁷ As a second step in this project, a large number of current textbooks for the teaching of French at the senior high school and college level have been combed for exercises on the various topics previously listed as problems. These exercises, cross-referenced and rated as to difficulty, have then been listed in a topical index. Thus the teacher giving the course has a great many exercises available to deal with the specific difficulties experienced by his particular group. Yet another phase of this project has been the preparation of diagnostic tests to determine the problems that will have to be taught to any given group under instruction.

(d) Materials relating to occupational requirements.

A source book of French readings in Civil Service office practice - models of memos, letters, and reports - has been assembled and edited with explanatory notes entirely in French. These will serve as a basis for oral discussion and practical written assignments in the advanced classes.

A pilot project is also in progress involving the production of a lexicon of technical terms, based on a word count study, for the Department of Transport. Similar word

⁷ The lack of parallelism between the English and French uses of the article will serve as an example of a language problem area subject to interference.

frequency studies are planned for other departments and agencies.

- (e) Visiting Lecturers. As part of the in-service training programme for instructors, there are monthly lectures by leading American and Canadian linguists, psychologists, and educators. The intention is that these talks be as practical as possible, and directly related either to the teacher's classroom function or to his role in the preparation of study materials. Thus such items as the techniques of programmed instruction, the preparation of objective test items, and the construction of effective laboratory drills are explained by experts in these fields.

Plans for expansion. If the present high demand for language training in the Hull-Ottawa area continues, it will be necessary to open at least one, and perhaps two, new schools. The coordinator stresses the need for centralizing all government language training given in the federal capital. In this way, unnecessary duplication of equipment, research, and consultation services will be avoided. Moreover, increased efficiency will result from centralized planning and procurement and the adoption of uniform curricula, methodology, and testing procedures.

The need for regional language schools in certain bilingual areas is also being considered. Thus the Department of Transport would like to have a school opened in Montreal,

and there may be a requirement for schools in Cornwall and Quebec City. But the cost of operating such schools must be carefully weighed against the alternative of having the training done by the universities or private language schools in these cities. The latter solution may be the more economical, provided that the courses offered meet the specific needs of the personnel to be trained.

It remains to note two projects now in the planning stage for the training of senior personnel - probably at the assistant deputy minister level. The first, already noted, is the proposed establishment of a residential school in a French milieu, where a four months' "immersion" course would be given to executive officers and their wives. The other scheme is to send senior public servants to Laval or to the University of Montreal to complete their language training in summer school prior to attending a cultural course in French at the same university for a complete academic year.

10. Problems to be Resolved

One hour per day courses. Among the difficulties that beset Civil Service language training the most serious is the fact that fully 93% of the students attend classes only one hour a day. As previously stated, such a student would require six years to complete the course. It is altogether likely, however, that he would give up the struggle to achieve bilingualism long before the end of this lengthy training period. It is not too much to say that the success of the

whole language programme depends on the resolution of this problem. Unless and until the various government departments release their personnel for full-time (or at least half-time) courses, the goal of a bilingual Civil Service seems remote indeed. The only possible solution to the problem would appear to be the setting of departmental quotas for full- and half-time courses, and insisting that the quotas be met. There is a danger, of course, in such requisitioning methods; but with the present high demand for language instruction it should be possible to find genuine volunteers for the longer courses.

Probably the chief practical value of one hour per day French classes is that they are contributing to a new awareness among public servants of the French fact in Canadian life and fostering the growth of sympathetic attitudes towards the language, culture, and people of French Canada. Competent, dedicated instructors have already done much to kindle interest among the indifferent and those who entered the course solely from considerations of expediency.

Follow-up practice. Language is a skill and, as such, must be developed and maintained through practice. In the classroom and the laboratory, modern methods of language instruction (including V.I.F.) provide a good deal of repetition aimed at forming automatic response mechanisms. But as the Russian psychologist Belyayev has pointed out, these automatic responses do not constitute language - they are habits, not

skills. In the teaching of language the formation of habits can lead one only so far. It is the learner who must eventually take the initiative by using the mechanisms in real-life situations, thus translating the habits into skills. Indeed, it is doubtful whether any language teaching method can take the learner beyond the stage of automatic response. Nobody has ever become fluently bilingual in a classroom.

With these limitations of classroom instruction in mind, the necessity of creating bilingual areas of contact in the language learner's working environment will be evident. On returning from his language course the employee should have as many opportunities as possible to use the second language, and it should be the responsibility of one individual in each department to ensure that these opportunities exist. In this connection, small changes can produce large effects. A new seating arrangement, a bilingual secretary asked to speak French from now on, simple telephone calls and inter-office memoranda dispatched in French - these are but some of the ways of cutting through the time-honoured routine of doing everything in English. More formal props, prepared by the language schools, might include listening courses on tape, reading courses using the techniques of inter-linear translation or programmed instruction, and, perhaps, correspondence courses in Civil Service writing.

Bilingual positions. In order that language training may be as realistic as possible, there is a need to define the degree of bilingualism required in those Civil Service posts where a knowledge of both languages is essential. Thus a clerk in the Income Tax Division who handles enquiries from the public over the phone or across the counter would require the best possible speaking knowledge of both languages, but not necessarily much writing skill. It should be possible to determine for these bilingual positions such facts as the following: degree of aural comprehension required; whether speaking ability is to be confined to the social amenities, or whether the individual is expected to give orders, explain jobs to be performed, or perhaps enter into policy discussions with personnel speaking only the second language; extent of reading skill needed; and, finally if writing in the second language is necessary, the desired level of writing ability - whether for routine memoranda and letters or for policy letters and reports. Once these job descriptions are prepared, it should be possible to design courses which will train various categories of bilingual personnel to the desired level of proficiency in one or more of the four language skills.

French in a Canadian context. Certain limitations of the course, Voix et Images de France have already been pointed out. It is a "universal" method directed at beginners of all tongues, and it is culturally oriented towards family life in France. In the first part of the course (1er degré) heavy

emphasis is placed on the acquisition of the 1500 word vocabulary, with no formal drills on structure. ✓

In the twelve years that Voix et Images de France has been in unrevised existence, there have been important developments in the field of contrastive linguistics. This study involves "the comparison of any two languages to discover and describe the problems that the speakers of one of the languages will have in learning the other."⁸ Since the dominant language of virtually all personnel taking C.S.C. French courses is English, it would seem best to use a method of instruction based on a comparative study of the two languages involved. Secondly, in the early stages of language study the learning of structure is more important than the acquisition of vocabulary. In this connection, it should be remembered that most English-speaking civil servants have had four years and more of French, and so possess a large passive vocabulary that can be revived through practice. But if these people are to become proficient speakers of French, it is the sound patterns and the syntactical patterns that must first be assimilated within a strictly controlled vocabulary. Finally, no one would deny that it would be preferable to provide our public servants with a course of instruction in French in which the geographical and cultural setting is distinctively Canadian.

⁸ Lado, Robert, Language Teaching, p. 215.

The foregoing remarks are in no way intended to criticize the choice of the V.I.F. method by the Civil Service Commission. This course is still probably the best available on the market. Moreover, as we have seen, a Canadian supplement has been prepared by the University of Montreal, and further excellent supports are being developed by the language research centre. The fact remains, however, that a patched up course is not the final answer. The requirement still exists for a course that is preponderantly Canadian and that is geared to the needs and background of Canadian civil servants.⁹

Physical plant. The five language schools are operating in office buildings in which the accommodation was not specifically designed for classroom use. As a result, it was noted that the soundproofing in some locations was inadequate and that the ventilation was poor in others. Thus the noise factor was rather noticeable at Confederation Tower, where air-conditioning units are installed over the classroom doors.

9. The University of Montreal course, Le Français International, will be ready in early 1966, at which time it will be introduced as a pilot project at the language schools. If it proves more successful in a Civil Service context than V.I.F., it may possibly replace the latter.

is open? was?

At Tunney's Pasture, on the other hand, the air-cooled system installed there did not appear to provide sufficient circulation of air. At the Hull School there are difficulties with the heating system. Since there is every reason to believe that language training is to be a continuous C.S.C. commitment, proper school buildings should be provided that are in conformity with modern school construction standards.

Teacher training. With over 100 teachers on staff in the five language schools, there will be a continuing need for both ab initio and in-service instructor training programmes. We have already seen the steps taken to date in this regard: intensive courses in V.I.F. methods, daily supervision of instructors followed by individual counselling sessions, weekly teachers' meetings, and monthly talks by visiting lecturers. Although these measures are all to the good, planning should begin now for the expansion of the C.S.C. language training programme to include a teacher training centre. Here new instructors would receive instruction in linguistic science and up-to-date teaching techniques. Similar in-service courses could be developed to keep the staff abreast of new training procedures, and there could be periodic courses and seminars in phonetics and diction, comparative grammar, cross-cultural relationships, and the hundred and one other aspects of language teaching. This school for teachers could also process

the instructors selected for teaching in the language schools of the Armed Services. Indeed, it might possibly form the nucleus of a future federal training centre for language teachers across Canada.

In the setting up of such an organization, excellent models are at hand in the eight weeks' summer courses offered in the United States under the National Defence Language Institutes Programme. A more readily adaptable pattern, however, is the instructors' course offered at the Defence Language Institute at Monterey, California. Like the schools of the Canadian Civil Service, the Language Institute operates on a year round basis. Hence the students and facilities of the Institute are readily available for such essential instructor training activities as demonstration classes and practice teaching. Yet another advantage of conducting this training in the working environment is that the student teacher can observe top instructors in action at all levels of instruction.

The establishment of a training centre for language teachers would require close liaison with university specialists. As was done in the research section, the services of a professor of applied linguistics might be obtained to direct operations in the opening phase. Staff methodologists could perhaps handle the lectures in linguistics. Outstanding teachers might be sent to instructor courses at Monterey and

other language schools (Michigan, Georgetown, Laval) prior to taking up their teacher training duties. Plans for sending selected instructors to methods courses in Canada, the United States, and Europe have already been initiated by the language training coordinator.

11. Conclusion

The Civil Service Commission language training programme represents a significant step towards the development of a more bilingual public service. Carefully nurtured, it can become the prototype for the new language training programmes so badly needed right across Canada. Before its full impact can be felt, however, it must solve the problem of obtaining students in sufficient numbers for full-time and half-time courses. Otherwise, very little in the way of tangible results can be expected.

Outline of Project

Visit to C.S.C. Language Training Directorate

Purpose of Visit

To assess the effectiveness of the C.S.C. language training programme.

Method

1. Interview Mr. J.J. Guérin, C.S.C. coordinator of language training;
2. Examine materials and equipment;
3. Observe classes;
4. Test trainees, if necessary.

Questionnaire for Interview

Trainees

1. What categories of Civil Service personnel are receiving instruction? Senior officers, other officers, clerical staff? -
2. What are the selection criteria?
3. Are all trainees volunteers or are there some conscripts?
4. What aptitude tests are used? Is the number of candidates sufficient to permit homogeneous grouping based on aptitude scores?
5. Are classes conducted both during and after working

hours? Must candidates attend classes at the same hour each day, or have they a choice in this respect?

Course Arrangements

6. What courses are offered (French and English) and at what levels: elementary, intermediate, advanced? What command of vocabulary and structure is developed at each level?
7. In what ways are the courses of instruction adapted to the foregoing levels? Is the same material taught in all classes, but at a more rapid tempo at the advanced level? Is supplementary material, related to occupational requirements, introduced in advanced classes?
8. If courses are of various lengths, what is the duration in hours of each? Number of hours per day and per week?

Methods and Equipment

9. Besides Voix et Images de France, what other methods are being used in the teaching of French and English?
10. What lesson materials, if any, are prepared at the language training centre? By whom?
11. What textbooks are issued to trainees? Is home study required? Are take home records provided? Free of charge?
12. Would it be feasible to offer a course on an experimental basis teaching the passive skills only, i.e., listening and reading comprehension?
13. What type of language laboratory has been installed? How versatile is it? Is the location a quiet one? What ancillary equipment is available for recording and copying of tapes? How is serviceability of equipment maintained? Are there replacement machines on hand? Can repairs be carried out in loco?

Tests and Evaluation

14. Is the St-Cloud battery of diagnostic tests still being administered to candidates before and after each V.I.F. course? If so, are the results available for courses held to date?
15. Are other standardized tests being used to measure achievement (amount of improvement)? If so, are two equivalent forms of the same test available for pre - and post - testing?
16. Is any attempt made to record trainee assessments of the course through course critiques or the sampling of opinion? Is trainee response generally enthusiastic or is it less so at some levels or areas of instruction? To what extent has there been dissatisfaction with course content or course methods?
17. Has there been any testing of course graduates several weeks after graduation to determine whether language skills have been retained or improved? If not, would such testing be feasible?
18. Has there been any other follow-up action? Reading or other courses done by correspondence or in extension classes?
19. Are the coordinator's progress reports available to provide information on the success of the language training programme to date?

Teaching Staff

20. How many teachers are employed full time? Part time? What is the present instructor-trainee ratio? What is considered to be the ideal ratio?
21. What are the salary scales for teachers? Do these scales attract the type of teacher needed in the numbers required? What is the turnover of staff?

-32-

22. What are the qualifications of the teachers appointed? University degree? With specialization in languages? With teacher college training? Have all V.I.F. instructors attended an official V.I.F. training course? If so, where?
23. What teaching experience have the teachers had prior to joining the language training centre? How many years? At what levels - primary, secondary, or university?
24. Has a duty analysis been prepared for the instructors? Number of hours per week of instruction? Other supervision? Do instructors provide any tutorial help? Are they required to prepare lesson materials?
25. Are the instructors concerned generally enthusiastic about the matter and method of Voix et Images de France? What suggestions, if any, have they made regarding changes in the present course or the introduction of other courses? What is the coordinator's opinion of these proposals?

Research and Development

26. What research projects are planned or underway? To whom are they assigned? Is any attempt made to assess trainee motivation and attitudes? Is there any experimentation with new courses? Is any consideration being given to a Canadian adaptation of the V.I.F. course?
27. What practical difficulties stand in the way of making CSC language training more efficient?
28. What are the plans for future development of the CSC language training centre?

November 3, 1965

L.P. Valiquet

JB.

CO-ORDINATOR OF LANGUAGE TRAINING
(C.S.C.O. 7)

Steno 3
(Secretary)

Head English Section
(L.O. 5)

Registrar
(A.O. 3)

Head French Section
(L.O. 5)

Clerk 2

Clerk 2

Curriculum
Specialist
(L.O. 3)

Test and
Measurement
Specialist
(L.O. 3)

Research
Specialist
(L.O. 3)

Curriculum
Specialist
(L.O. 3)

Methodologist
(L.O. 3)

Test and
Measurement
Specialist
(L.O. 3)

Clerk 3

Lab. Tech.

2 Typists 3

2 Typists 2

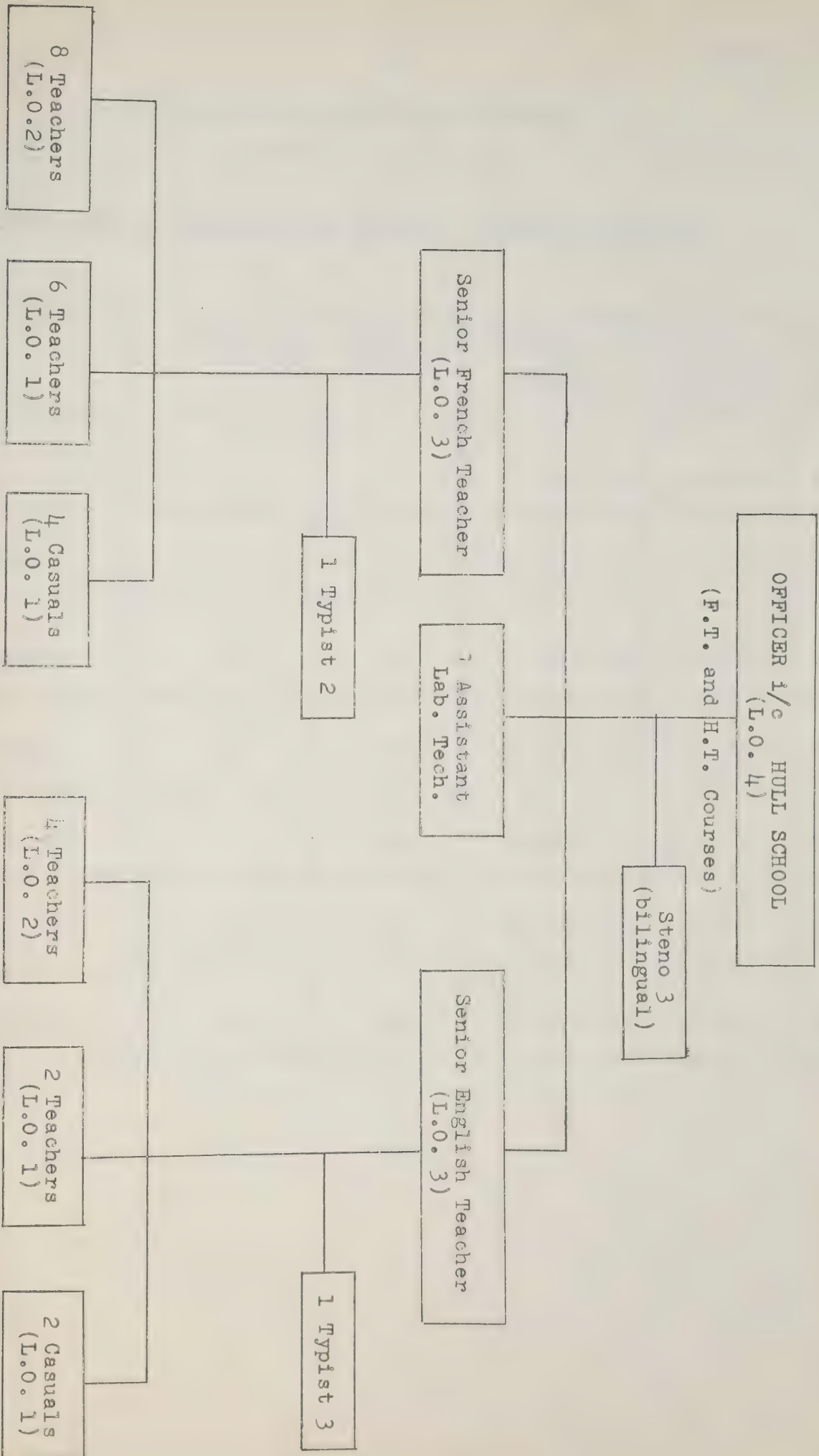
Officer i/c
School 1
(L.O. 4)

Officer i/c
School 2
(L.O. 4)

Officer i/c
School 3
(L.O. 4)

Officer i/c
School 4
(L.O. 4)

Officer i/c
School 5
(L.O. 4)



C.S.C. LANGUAGE TRAINING PROGRAMME

(Forecast - Sept. 65)

Hourly Cost of Training per Student - Comparative Table

| | Number of Schools | Number of Teachers | Yearly Cost of Operation | Number of Teaching Hours per Year | Hourly Cost per Student |
|------------------|----------------------|-----------------------|--------------------------------|--|----------------------------------|
| ot Course | 1 | 5 | \$ 95,700 | 51,840 | \$1.85 |
| esent Operation | 2 | 26 | \$ 402,813 | 217,080 | \$1.85 |
| oposed Expansion | 2 | 50 | \$ 806,246 | 353,760 | \$2.27 |
| Extra Satellite | 3 | 68 | \$1,037,622 | 470,340 | \$2.20 |
| Extra Satellites | 4 | 86 | \$1,268,998 | 586,920 | \$2.16 |
| Extra Satellites | 5 | 104 | \$1,500,374 | 703,500 | \$2.13 |
| Extra Satellites | 6 | 122 | \$1,731,750 | 820,080 | \$2.11 |

Half-time Course - February 22, 1965 to June 25, 1965 - 8:30 a.m. to 12:30 p.m. - Reconversion (V.I.F. 1 only)

| V.I.F. Test Battery | | | | | | | | | | | | | | |
|---------------------|-----|------------------------------|---------|-------|--------|-------|------------------|-------|------------------|-------|--------------------------------------|-------|----------------------------|----|
| Name | Age | Language Aptitude Test (MLA) | Profile | | Total | | Expression Index | | Correction Index | | Aural Comprehension (MLA Co-op test) | | Composite Test (MLA Co-op) | |
| | | | before | after | before | after | before | after | before | after | before | after | | |
| A | 48 | 90 | A-4 | A-5 | 14 | 16 | 3.6 | 8.6 | 50 | 92 | 65 | 84 | 60 | |
| B | 56 | 20 | A-4 | A-5 | 14 | 18 | 6 | 6.6 | 33 | 87 | 77 | 89 | 66 | 70 |
| C | 32 | | C-4 | | 14 | | 4 | | 43 | | 89 | | 58 | |
| D | 22 | 90 | C-4 | C-4 | 16 | 17 | 4.2 | 6.6 | 47 | 95 | 77 | 91 | 70 | 89 |
| E | 24 | 85 | A-4 | C-4 | 14 | 17 | 4.7 | 7.0 | 54 | 57 | 50 | 74 | 53 | 70 |
| F | 29 | 85 | C-4 | C-5 | 16 | 19 | 6 | 7.7 | 45 | 100 | | 96 | | 87 |
| G | 53 | 95 | C-4 | A-5 | 16 | 19 | 4.7 | 7.3 | 73 | 100 | 89 | 91 | 93 | 95 |
| H | 55 | 70 | A-4 | A-4 | 14 | 16 | 5.4 | 5.1 | 40 | 53 | 60 | 72 | 56 | 74 |
| I | 28 | 90 | C-4 | A-5 | 14 | 18 | 5.7 | 7.2 | 47 | 88 | 84 | 84 | 66 | |
| J | 27 | 90 | C-4 | A-5 | 17 | 19 | 7.6 | 9.6 | 84 | 86 | 100 | 98 | | 91 |
| K | 43 | 75 | A-4 | A-5 | 14 | 18 | 3.2 | 5.2 | 26 | 76 | 70 | 82 | 54 | 70 |

U.S. ARMY DESCRIPTIONS OF LANGUAGE FLUENCY OBJECTIVES

Fluency objectives define the qualitative mastery of a language which successful completion of prescribed courses of instruction affords trainees. The following descriptions of levels of language fluency have been adopted by the Department of State and its associated agencies as well as by the Department of Defense. Thus, an employee of the Department of State having an S-3 level of speaking skill has relatively the same linguistic ability as a military man rated at the same level.

1. Speaking skill.

- a) S-0 level. No practical speaking proficiency.
- b) S-1 level. (Elementary proficiency). Ability to satisfy routine travel needs and minimum courtesy requirements. The speaker can ask and answer questions on topics very familiar to him, within the scope of his very limited language experience, can understand simple questions and statements, provided they are spoken at a slower rate than normal speech: speaking vocabulary is inadequate to express anything but the most elementary needs: errors in pronunciation and grammar are frequent, but can be understood by a native speaker accustomed to dealing with foreigners attempting to speak the language. While topics which

-38-

are "very familiar" and "elementary needs" vary considerably from individual to individual, any person at the S-1 level should be able to order a simple meal, ask for quarters, ask and give directions, tell time, handle travel requirements and basic courtesy requirements.

- c) S-2 level. (Limited working proficiency.) Ability to satisfy routine social demands and limited military requirements. The speaker can handle with confidence, but not with facility, most social situations including introductions and casual conversations about current events, his work, family, and autobiographical information; can handle with confidence, but not with facility, limited military requirements (e.g., an officer can discuss military activities or operations in the broadest sense, but may need help in handling any complications or difficulties in these situations): can understand most conversation on nontechnical subjects and has a speaking vocabulary sufficient to express himself simply with some circumlocutions (nontechnical subjects being understood as topics which require no special knowledge): accent, though often quite American, is intelligible; can usually handle elementary constructions quite accurately but does not have thorough or confident control of the grammar.

-39-

- d) S-3 level. (Minimum professional proficiency.) Ability to speak the language with sufficient structural accuracy and vocabulary to satisfy representation requirements (e.g., Military Attaché, certain MAAG or Mission officers) and handle professional discussions within a special field. Can participate effectively in all general conversation; can discuss particular interests with reasonable ease, comprehension is quite complete for a normal rate of speech; vocabulary is broad enough that he rarely has to grope for a word, accent may be obviously foreign; control of grammar is good; errors never interfere with understanding and rarely disturb the native speaker.
- e) S-4 level. (Full professional proficiency.) Ability to use the language fluently and accurately on all levels pertinent to Service needs. Can understand and participate in any conversation within the range of his experience with a high degree of fluency and precision of vocabulary, but would rarely be taken for a native speaker; errors of pronunciation and grammar quite rare.
- f) S-5 level. (Native or bilingual proficiency.) Speaking proficiency equivalent to that of a well educated native speaker. Has complete fluency in the language usually obtained through extensive residence in an area where

- 40--

the language is spoken, including having received part of his secondary or higher education in the language.

2. Reading ability.

- a) R-0 level. No practical reading proficiency.
- b) R-1 level. (Elementary proficiency.) Ability to read elementary lesson material or common public signs. Can read material at the level of a second-semester college language course or a second-year secondary school course, alternately, able to recognize street signs, office and shop designations, (numbers, etc.).
- c) R-2 level. (Limited working proficiency). Ability to read intermediate lesson material or simple colloquial texts. Can read material at the level of a third-semester college language course or a third-year secondary school course; can read simple news items with extensive use of a dictionary.
- d) R-3 level. (Minimum professional proficiency.) Ability to read nontechnical news items of technical writing in a specialized field. Can read news items or feature articles directed to the general reader; i.e., articles reporting on political, economic, military and international events, or standard text material in the general fields of military or social sciences.

- 41 -

- e) R-4 level. (Full professional proficiency.) Ability to read all styles and forms of the language pertinent to the Service needs. Can read moderately difficult prose readily in any area of the military or social sciences directed to the general reader with a good education (through at least high school level), and difficult material in a special field including official and military documents and correspondence.
- f) R-5 level. (Native or bilingual proficiency.) Reading proficiency equivalent to that of a well educated native speaker. Can read extremely difficult and abstract prose, as well as highly colloquial writings and the classic literary forms of the language.

CIVIL SERVICE COMMISSION
LANGUAGE TRAINING PROGRAMME

71 on staff

| | |
|-----------------|-----------------|
| Directing Staff | 3 |
| Methodologists | 2 (4 vacancies) |
| Principals | 4 |
| Teachers | 62 |

-
1. All have a BA or a BEd
 2. 12 out of 71 have both a BA and a BEd
-
3. 35 more out of 71 have a valid teaching certificate
 4. 6 out of these 35 have High School Assistant Certificates
 5. 5 out of these 6 have their certificate "endorsed in French"
-
6. 10 out of 71 have an MA, a "Licence ès lettres" or a MEd (only one of these is included in the 35 with teaching certificates)
 7. 2 of these 10 are PhD candidates in linguistics or phonetics (degree expected in less than 1 year)
 8. 5 more out of these 10 are MA candidates in linguistics or education (degree expected in one year).
-
9. All teachers will have followed a course on audio-visual methods as applied to second language teaching by September 15, 1965. Such courses were or will be taken at St-Cloud, NDEA New York, Laval or Montreal Universities.

July 12, 1965.

September 1965

DUTY ANALYSIS

BRANCH: Executive Secretary
DIVISION: Language Training
SECTION: Language School
TITLE OF POSITIONS: Teachers
POSITION NUMBERS: E 81, 82, 83, 84, 85, 87, 88, 89
93, 106, 107, 108, 109, 110.
PRESENT ESTABLISHMENT: 9 C.S.C.O. 5 and 5 language Officers 2
(for two schools)
PROPOSED ESTABLISHMENT: 19 Language Officers 2 for first two
schools (5 more per additional school)

MAJOR RESPONSIBILITIES

PERCENTAGE OF
TIME ALLOTTED

1. Teaching 75%
- a) Conducting, after serious and thorough preparation, French or English classes;
 - b) Preparing daily or weekly tests based on material to be taught as per syllabus;
 - c) Assessing class progress and taking remedial action as required;
 - d) Providing individual guidance and assistance to students.

2. Related Duties 25%
- a) Preparing or selecting suitable exercises and language laboratory tapes based on programme of studies to be used at remedial sessions with students having specific difficulties;
 - b) Developing, in co-operation with the curriculum specialist, course material and training aids;
 - c) Assisting in setting, under the guidance of the test and measurement specialist, term tests and final examinations;
 - d) Conducting, under the guidance of the methodologist and research specialist, experimental studies on teaching methods;
 - e) Preparing student progress reports.
-

RESPONSIBLE TO: Senior Teachers (English or French)

RESPONSIBLE FOR: Nil

